

Task Order No. 832

USAID Contract No. PCE-I-00-96-00002-00

**Egyptian Environmental Policy Program
Program Support Unit**

**WORK ASSIGNMENT REPORT
Tranche 2**

***Gender Assessment of the Egyptian
Environmental Policy Program:
Preliminary Findings and Recommendations***

Dr. Julia Panourgia Clones, Economist, Environment and Gender Specialist

August 2002

PSU-61

for
U.S. Agency For International Development
Cairo

by
**Environmental Policy & Institutional Strengthening
Indefinite Quantity Contract (EPIQ)**

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FACT SHEET

USAID Contract No.: PCE-I-00-96-00002-00
Task Order No. 832

Contract Purpose: Provide core management and analytical technical services to the Egyptian Environmental Policy Program (EEPP) through a Program Support Unit (PSU)

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Primary Beneficiary: Egyptian Environmental Affairs Agency (EEAA)

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Work Assignment Period: June – August 2002

Preface

Through competitive bidding, the U.S. Agency for International Development (USAID) awarded a multi-year contract to a team managed by International Resources Group, Ltd. (IRG) to support the development and implementation of environmentally sound strategic planning, and strengthening of environmental policies and institutions, in countries where USAID is active. Under this contract, termed the Environmental Policy and Institutional Strengthening Indefinite Quantity Contract (EPIQ), IRG is assisting USAID/Egypt with implementing a large part of the Egyptian Environmental Policy Program (EEPP).

This program was agreed-to following negotiations between the Government of the United States, acting through USAID, and the Arab Republic of Egypt, acting through the Egyptian Environmental Affairs Agency (EEAA) of the Ministry of State for Environmental Affairs, the Ministry of Petroleum's Organization for Energy Planning, and the Ministry of Tourism's Tourism Development Authority. These negotiations culminated with the signing of a Memorandum of Understanding in 1999, whereby the Government of Egypt would seek to implement a set of environmental policy measures, using technical support and other assistance provided by USAID. The Egyptian Environmental Policy Program is a multi-year activity to support policy, institutional, and regulatory reforms in the environmental sector, focusing on economic and institutional constraints, cleaner and more efficient energy use, reduced air pollution, improved solid waste management, and natural resources managed for environmental sustainability.

USAID has engaged the EPIQ contractor to provide Program Support Unit (PSU) services to EEPP. The PSU has key responsibilities of providing overall coordination of EEPP technical assistance, limited crosscutting expertise and technical assistance to the three Egyptian agencies, and most of the technical assistance that EEAA may seek when achieving its policy measures.

The EPIQ team includes the following organizations:

- Prime Contractor: International Resources Group
- Partner Organization:
 - Winrock International
- Core Group:
 - Management Systems International, Inc.
 - PADCO
 - Development Alternatives, Inc.
- Collaborating Organizations:
 - The Tellus Institute
 - KBN Engineering & Applied Sciences, Inc.
 - Keller-Bliesner Engineering
 - Conservation International
 - Resource Management International, Inc.
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List of Acronyms

AED, Academy for Educational Development
APE, Association for the Protection of the Environment
CAPMAS, Central Agency for Public Mobilizations and Statistics
CEDAW, Convention for the Elimination of Discrimination Against Women
CIDA, Canadian International Development Agency
CSO, Civil Society Organization
DANIDA, Danish International Development Agency
EDHS, Egyptian Demographic and Health Survey
HM/HC, Healthy Mother/Healthy Child (programs)
EE, Environmental Education
EEAA, Egyptian Environmental Affairs Agency
EEPP, Egyptian Environmental Policy Program
EEIS, Egyptian Environmental Information System
EPF, Environmental Protection Fund
FWIC, Fourth International Women's Conference (Beijing, 1995)
GOE, Government of Egypt
GPPU, Gender and Planning and Policy Unit
HEPCA, Hurgada Environmental Protection and Conservation Association
ICPD, International Conference on Population Development (Cairo, 1994)
IDC, Integrated Development Center
INP, Institute of National Planning
LSAP, Lead Smelter Action Plan
MISA, Ministry of Insurance and Social Affairs
MOP, Ministry of Petroleum
MOU, Memorandum of Understanding
MVE, Monitoring, Verification and Evaluation
NCCM, National Council for Childhood and Motherhood
NCW, National Council for Women
NEAP, National Environment Action Plan
NGO, Non Governmental Organization
OEP, Office of Energy Planning
PACT, Public Awareness Communications Team
PERRSGA, Protection of the Environment at Regional Red Sea Gulf of Aden
PSU, Project Support Unit
RSDA, Red Sea Diving Association
SFD, Social Fund for Development
SWM, Solid Waste Management
TDA, Tourism Development Authority
UNDP, United Nations Development Program
UNFPA, United Nations Fund for Population Assistance
UNICEF, United Nations Fund for Children
UNIFEM, United Nations Fund for Women
USAID, United States Agency for International Development

Executive Summary

Early in the year 2000 the Government of Egypt (GOE) established the National Council for Women (NCW) as an independent institution under the Presidency of the Republic. Since then, gender advisors and units have been created in a number of ministries and other government agencies. In addition, the various government agencies were recently told to “include gender in their proposals for the next national budget.” The President of Egypt, in a recent announcement (May 27, 2002), included gender mainstreaming as one of the objectives of national environmental policy. These are important indications about the intentions of GOE to proceed with the incorporation of gender issues in environmental issues. To the extent that these initiatives will become operational, they will change the gender dynamics in Egypt.

Such messages, however, are not reflected in the articulation of main objectives under the Egyptian Environmental Policy Program (EEPP). It should be noted that these objectives were formulated before the announcement of the high-level initiatives noted above. Gender mainstreaming is also absent in the strategic and implementation aspects, i.e., the work plans, of the individual components of EEPP. The overall gender picture to date, therefore, shows that:

1. *Gender issues have not been taken into formal account at any level of the EEPP.* There is no evidence of inclusion of gender concerns in (i) the articulation of objectives; (ii) the determination of work plans; (iii) the requesting of technical assistance; (iv) the specification of indicators for monitoring, verification, and evaluation of deliverables; and (v) the design of feedback mechanisms for adjustments in the program.
2. *The EEPP seems to reflect the lack of participation citizen stakeholders in its design and formulation.* This may to some extent explain why the program design does not incorporate a gender element.
3. *Many of EEPP’s policy measures appear to have gender effects, but they are very difficult to evaluate because of the lack of baseline information.* In the different EEPP interventions, what is missing is “who” is impacted (men and/or women), and “how” they are affected.
4. *Key actors in the EEPP do not necessarily have sufficient insight on how various policy measures affect different population groups. Gender expertise is also lacking at the level of technical assistance.*

Given the fact that less than 12 months remain for the completion of Tranche II, only some of the recommendations mentioned below can be accomplished within that short time frame. The others can be initiated or scheduled for future action.

Recommendations for actions to be accomplished by the end of Tranche II, without serious financial or managerial strain:

- Initiate right away, *brainstorming sessions* with key actors of the EEPP to identify gender issues in their respective lines of work. Start with a roundtable of all key

actors in GOE and the technical support groups of the EEPP. Have USAID assist by disseminating its gender experiences from other countries, such as success stories on integrating gender in environmental policies and practices. Next concentrate on each technical assistance contractor separately. Concurrently, ask each of the various committees under EEPP's partnerships to brainstorm the gender issues associated with their specific themes and areas of concern.

- Initiate a small *short-term feasibility study* by MVE to determine what is feasible and sensible in addressing gender in the remaining time of Tranche II.
- *Expand the scope of planned workshops* and other training by the various technical assistance teams, under all the EEPP objectives, to include skills on gender awareness raising and gender mainstreaming.
- Prepare a *gender information package* and have it distributed to all key actors in EEPP, with the request to discuss it in staff meetings. The National Council for Women, the gender advisors in the various government agencies, and USAID's gender advisor can be requested to collaborate in preparing such a package.
- Establish a *gender unit in the PSU* to offer general technical support on gender. Several officials and other experts involved in the EEPP have suggested this. The rational and significance are obvious, but we could not assess the feasibility of doing this within the time and budget constraints of Tranche II.

Recommendations for actions with a longer horizon, but which should start during Tranche II:

- Implement an *information and training program* on how to identify and incorporate gender issues for all key actors in the implementation of the EEPP. Collaboration with the National Council for Women, GOE gender advisors, USAID Gender Advisor, and NGO Service Center should be sought.
- Concurrently with training on gender awareness and mainstreaming, establish staff *incentives and accountability mechanisms* in the components of EEPP to encourage them to incorporate a gender approach.
- Within EEPP, develop an effective *gender-sensitive process for consultations with representatives of society*, particularly women, in order to increase the effectiveness of the program's interventions the environmental awareness of all members of the society.

Introduction

This report presents the findings and recommendations from a short-term assignment (two and one-half weeks) to assess the gender dimension of the Egyptian Environment Policy Program (EEPP). This policy program was initiated in 1999 on the basis of a Memorandum of Understanding (MOU) between the Governments of the Republic of Egypt (GOE) and the United States of America (USA). It is to be implemented in two stages, or tranches. This gender assessment took place in May 14-30, 2002 at an early stage of the substantive work of Tranche II (which according to current information, is to be completed by June 2003).

Assessing the gender dimension of EEPP is a complicated task on two accounts. On the one hand the complication is the wide scope of EEPP and the multiplicity and interdisciplinary nature of its objectives, which range from institutional reforms to operational interventions for aspects like solid waste management and Red Sea patrolling. On the other hand, the complication is the fact that the concept of “gender” is often confused with women’s isolated tasks or characteristics without reference to the intra-household and community relations between men and women.

The methodology to accomplish the gender assessment was as follows:

- reference to the prevailing theory and practice on the “gender approach” as it has evolved worldwide;
- reference to the context of a gender approach in Egypt;
- review and analysis of gender issues in official documents, when available, including the work plans of the 10 EEPP objectives;
- interviews with officials and other key actors involved in the design, articulation, and implementation of the EEPP; and
- interviews with other EEPP stakeholders.

What is the gender approach?

According to the current paradigm, the concept of gender has its roots in the fact that societies prescribe different roles, responsibilities, access to and control over resources, and ‘voice’ in the decision making process within the household and in community affairs among men and women. As a result of this, women and men have different needs (both strategic and practical), use resources differently, experience different impacts from this use, face different constraints in managing resources, and respond differently to government interventions. These circumstances affect who gets to participate in environmental management and to benefit from environmental policies and interventions, and produce different impacts on men and women from such policies and interventions.

A “gender approach” for interventions in development and environmental does not mean to take away from men in order to give to women. Instead, it means to increase the effectiveness of an intervention by responding to a better-defined target population, and to

minimize potential negative impacts on that population. At the same time, equality in opportunities between men and women may lead to increased benefit for communities as a whole.

Highlights on gender mainstreaming in Egypt¹

The Government of Egypt (GOE) has initiated action to bridge gender gaps in several domains such as education and health. It established the National Council for Women (NCW) in February 2000 to suggest policies for the advancement of women and to advocate and mobilize support for these policies. There are also other national institutional mechanisms addressing gender equality, such as the National Council for Childhood and Motherhood (NCCM), and six gender units in ministries and public entities, including the EEAA.

The GOE also revised procedures and rules of the Personal Status Law to make it more women-friendly. The GOE and Egyptian NGOs participated actively in international conferences that addressed gender concerns, such as the International Conference on Population Development (Cairo in 1994), the Fourth International Women's Conference (Beijing in 1995), and the five-year follow-up to it ("Beijing + 5," New York in 2000).

In addition, international donors such as USAID, CIDA, and DANIDA have funded a number of environmental projects with a gender approach in them. The Canadian International Development Assistance (CIDA), for example, has established a new Gender Equality Fund to provide assistance in fields such as gender integration in water resource management. CIDA supports another initiative, the Egyptian Environmental Information System (EEIS), with at least some focus on gender.

There has also been relevant activity among Egyptian NGOs. The Association for the Protection of the Environment (APE), for example, has been active since 1984 on a gender-sensitive approach in solid waste management and the promotion of waste recycling -- with considerable success in promoting gender equality. According to the manager of EEAA's Environmental Protection Fund (EPF), there are active and aggressive women's NGOs among the 16,000 registered at the Ministry of Insurance and Social Affairs (MISA); one of six projects that EPF approved for funding last year is run by women.

In general, gender-sensitive measures do exist in the fields of education and health. Nevertheless, and despite the concerted efforts at the top political level to integrate women fully in development, more needs to be done especially to eradicate female illiteracy (46%) and to bridge the gender gap in the economic and political life. Official statistics show a low economic participation rate (22% for females as compared to over 72% for males). Women's work is concentrated in the informal sector where wages are the lowest, employment is seasonal, and working conditions are unfavorable. Women are heads of almost 20% of households. Only a small percentage of women are able to access credit to set up small business to sustain the livelihoods of their families. The above statistics suggest the adverse impact on the country's economic and social development, since women constitute almost 49% of the total population.

¹ This part of the report has benefited heavily from material provided by the National Council for Women and the Gender Advisor at USAID. Very detailed and informative material on gender and development in Egypt is available at these two entities.

The rapid changes that Egypt has undergone in the 1990s have affected the status of women. Privatization, structural adjustments, and globalization have presented both challenges and drawbacks for Egyptian women. The extent to which Egyptian women can be harmed or can benefit from these rapid changes depends on the levels of female education, entrepreneurial skills, training, accessibility to competitive jobs -- and GOE's continuous vigilance to support gender equality in all its policies.

Why consider gender in the Egyptian Environmental Policy Program (EEPP)?

The EEPP has as its primary objective to adjust and reform the policy, institutional, legal, and administrative framework in order to minimize or eliminate environmental problems in the Republic of Egypt. It is a large and complex undertaking that cuts across multiple spheres of the Egyptian economy and society. Policy and institutional adjustments for energy, tourism, nature conservation, waste management, and the administration of public agencies directly and indirectly affect a large segment of the Egyptian population.

Given the socio-economic-cultural context between men and women in the various locations and spheres of EEPP's interventions, it is to be expected that such interventions will affect men and women differently. The management of solid and hazardous waste, the conservation and tourist development of the Red Sea coast, and the devolution of environmental management from Cairo to the governorates may have significant differential impacts on men and women. In addition, to the extent that EEPP consults with civil society and women's groups, it can open channels for men's and women's participation in the generation of ideas and solutions to the most compelling environmental problems.

Findings²

Given the wide scope of the assignment, it was decided to follow a two-prong approach to assess the gender profile of EEPP and to develop appropriate recommendations. One approach was to assess the reference to, and inclusion of, gender issues in the formulation of EEPP's objectives across the board. The second approach was to identify the relevant gender issues for selected individual EEPP components, such as those related to Red Sea development and solid waste management, and evaluate the extent to which gender was taken into account in the planning of these components³.

The implementation of EEPP is already past its middle point. Thus the recent GOE initiatives to mainstream gender in national policies will not, most probably, have significant impacts in the remaining part of the EEPP, even if this is the intention.

The overall gender picture, therefore, shows that:

1. *Gender issues have not been taken into formal account at any level of the EEPP.* There is no evidence of inclusion of gender concerns in (i) the articulation of objectives; (ii) the determination of work plans; (iii) the requesting of technical assistance; (iv) the specification of indicators for monitoring, verification, and evaluation of deliverables; and (v) the design of feedback mechanisms for adjustments in the program. The technical assistance provided by AED on communications and public information campaigns appears to take gender issues into account in formulating the messages to be promoted, but not necessarily in identifying the needs and profiles of the targeted audiences (for details see Annex B on policy objective # 4).
2. *The EEPP was not designed and formulated with the participation of women and other citizen stakeholders.* Such participation could have increased the effectiveness of the program by better identifying the impacts and potential impacts on target populations. In Alexandria, for example, a survey was conducted to learn the public response to the privatization of solid waste management in order to better inform the public and to consider possible adjustments. However, the survey responses were not analyzed separately for men and women, and thus the program's impact on family welfare is impossible to determine.
3. *The EEPP objectives appear to have direct and indirect gender effects, but they are very difficult to identify and evaluate because of lack of baseline information.* For example, direct gender effects are expected in solid waste management since before the EEPP, women were sorting waste as an unpaid contribution to family income. Direct gender effects are also expected in tourist development of the Red Sea coastal areas, such as in Hurghada, where an influx of 30,000 short-term migrant laborers

² Due to the very short term of our assignment we did not have a chance to verify the validity of the information provided orally to us.

³ We reviewed the work plans of the various EEPP objectives to find out whether gender issues were taken into account in (a) decision making; (b) choice of methodology for implementation; (c) special attention to gender mainstreaming; (d) indicators for monitoring and evaluating results; and (e) establishment of feedback mechanisms.

work in the context of 50,000 long-time residents and traditional social groups. Indirect gender effects are expected in the measures for energy policy, strategies for air quality, institutional capacity building, and devolution of environmental management. In this early stage, these measures do not have a direct bearing on citizen's lives. Once this policy and formulation stage is completed, however, and new staff members are employed, their extent of gender awareness will influence the way they approach their work and their interactions with members of the public.

4. *Key actors in the EEPP should be encouraged to take an interest in gender issues in their lines of work (see Annexes B and C).* Very often gender issues are not directly or immediately noticeable. Key actors in the EEPP should be encouraged and motivated to ask appropriate questions about gender issues in their lines of work. This interest needs to be stimulated right away. In the remainder of Tranche II, the stage can be set and the groundwork laid in order to incorporate gender.
5. *Gender expertise is lacking in most of the EEPP's delivery of technical assistance, perhaps due to a lack of "client demand."* The component on educational development (AED) appears to be an exception, and its work is structured accordingly but not always comprehensively.

Recommendations

The factors considered in making these recommendations are:

- a general inattention to gender awareness and of approaches to incorporate gender in EEPP's policies and technical interventions;
- the mandates and limitations of the technical assistance teams in the EEPP;
- the lack of civil society's representation and participation in environmental policy formulation and implementation; and
- the remaining short time horizon in Tranche II of the EEPP.

Based on these considerations and on the complexity of EEPP, recommendations are divided into two categories. Recommendations which apply across the board for all EEPP objectives are outlined below. Recommendations which are specific to individual components of the EEPP are discussed in Annex B.

The recommendations for EEPP as a program can be separated into those that can be accomplished within the time constraints of Tranche II vs. those with longer-term horizons but which need to start now.

Recommendations for actions to be accomplished by the end of Tranche II, without serious financial or administrative strain:

- Initiate right away, brainstorming sessions with key actors of the EEPP to identify gender issues in their lines of work. Start with a large roundtable of key actors in GOE and the technical support teams of the EEPP. USAID can contribute by disseminating its experiences in other countries on gender in environmental policies and practices. Next, concentrate on each technical assistance contractor separately. Concurrently, see to it that gender is included in the agendas of meetings which connect EEPP with its partners and clients. For example, the PSU convenes an inter-ministerial group on hazardous waste management. Include discussions on gender in the agendas of such meetings to generate interest and support for gender mainstreaming. For this purpose, EEPP can request the assistance of the National Council for Women, the gender advisors of the various GOE entities, and the Gender Advisor in USAID. This can set the stage for more collaboration of these groups in the implementation of national environmental policy.
- Initiate a small short-term feasibility study by MVE to investigate what is feasible and sensible in addressing gender for the rest of Tranche II. Such a study, even if modest, would help bring gender mainstreaming into focus. Also, the MVE can see to it that gender is present in the implementation of the objectives of EEPP by establishing gender-responsive indicators in program implementation.

- Expand the scope of workshops and training activities planned for the remainder of Tranche II to include skills on gender awareness and gender mainstreaming.
- Prepare a gender information package and have it distributed to all key actors in EEPP, with the request to discuss it in staff meetings. The National Council for Women, the gender advisors in the various government entities, and USAID's Gender Advisor could be requested to collaborate in preparing such a package.
- Several officials and other experts in the implementation of EEPP suggested that a Gender Unit be established within PSU to offer technical support on gender. The rationale and significance of this recommendation is obvious, but we could not assess its feasibility within the time and budget constraints of Tranche II.

Recommendations for actions with a longer horizon, but which should be started during Tranche II:

- Plan and implement an information and training program on how to identify gender issues, and how to incorporate them in the implementation of EEPP. Such an information program should be tailored to the positions, functions, and responsibilities of targeted key actors. It should be staged in sequential steps. Presentations by experts, roundtable discussions, small brainstorming sessions, and meetings with NGOs may be among the necessary vehicles to this end. A brief manual on the conceptual framework of gender and on how to address gender in communications with the public will be useful and easily done. Collaboration with the National Council for Women, the gender advisors in the GOE, and the Gender Advisor in USAID should be sought in preparing such a program.
- Concurrent to gender awareness raising and the development of gender mainstreaming skills, establish staff incentives (e.g., criteria in annual reviews, performance awards, staff competition on gender-related initiatives, etc.) and accountability mechanisms (e.g., benchmarks on gender-related actions, peer review systems, etc.). The purpose is to encourage the staff in the implementation teams of EEPP to incorporate gender in their daily work.
- Develop an effective gender-sensitive process for consultations with representative of society, particularly women, in order to increase the effectiveness of EEPP and the environmental awareness of the society. Effective partnerships between the government and civilian sectors can provide solutions to environmental problems that may not be possible if the government makes decisions in isolation. Environmental interventions are at their best when they address the different perceptions, needs, and interests of the various groups of society -- such as between men and women. For details on approaches, see Annex D.

Annex C addresses how to incorporate gender mainstreaming in the EEPP. In principle, every step of project design, planning, resource allocation, implementation, monitoring, evaluation, and feedback should be guided by gender awareness and skills. In practice, it may be advisable to start with a small group who will become trainers of the others in the

program. To ensure that individuals in the EEPP actually do mainstream gender in their lines of work, they must have incentives and be held accountable (see above).

The EEPP also has the opportunity to provide awareness and skills in gender for non-governmental organizations (NGOs) and civil society organizations (CSOs). These groups can be assisted to present their activities in gender terms, and to influence government policies and interventions to be sensitive to gender. In some circumstances, NGOs and CSOs should be able to monitor and provide feedback on how well programs and projects respond to gender issues.

It is especially important that gender issues be incorporated in environmental education and information. Men and women usually get their information from different media sources, respond to different messages, have different educational and literacy skills, and play different roles in passing on their knowledge to the following generations. Therefore, the success of EEPP's efforts will depend in part on how well gender is featured in the design and implementation of environmental education.

The EEPP could usefully develop case studies and success stories on gender. It may be strategically useful to begin by concentrating on a small manageable case in order to make it easy to demonstrate the benefits of a gender approach in the program. This could pave the way for other cases to follow, and eventually the prospect that the EEPP is in fact working diligently to address gender as an important dimension of the program.

Constraints

The responsibility for the implementation of EEPP is complex. It is shared by three government agencies: the Egyptian Environmental Affairs Agency (EEAA), the Tourism Development Authority (TDA), and the Office of Energy Planning (OEP). Four additional GOE entities were included as GOE partners under EEPP Tranche II, which began April 2001. They are the governorates of Cairo, Qalyubiya, and Alexandria, and the Egyptian Holding Company for Natural Gas (EGAS). In our methodology we included contacts with key actors among all GOE partners, but a lack of time and other constraints prevented us from meeting with key actors at TDA, EGAS, and the governorates. Thus some gaps may appear in our assessment and presentation.

We had the opportunity to meet with established nationwide NGOs, academic, and professional associations. Our inquiry, however, would have benefited from an opportunity to meet with small associations representing women's interests and perspectives, and with representatives of community groups. This would have helped us better understand how EEPP's implications affect men and women differently, and whether men and women share or do not share priorities regarding program content.

Conclusions

The overall conclusions from this assignment are that gender issues have not been taken into account so far in the formulation and implementation of the EEPP, and that a number of corrective actions can be initiated, even within the remaining period of Tranche II.

Attention is particularly drawn to the need for possible adjustments in some work plans, even at this late stage, in order to incorporate gender. Short of modifying the work plans, several other recommendations are made here that could make a positive difference for alerting EEPP to gender concerns. This would give renewed opportunity to the National Council for Women and the gender advisors in EEPP's counterpart agencies to have a voice with their technical divisions.

As a final note it should be pointed out that “gender” is a cross-cutting issue with economic, social, developmental, and cultural implications. The assessment and recommendations for mainstreaming gender in the context of the EEPP require a more detailed examination than was possible in the 2.5 weeks allocated for this assignment.

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Annex A – Gender Mainstreaming in Egypt

According to World Bank information on the Arab Republic of Egypt, the incidence of poverty is estimated at 20%-33% of households. Unemployment of women is twice as high as for men; one third of urban poor households are headed by women; the literacy rate is 50% and lower than that for women; high fertility and early marriage are still prevalent in Upper Egypt. These data suggest that there are distinct gender scenarios in the various districts of the country that need to be assessed for any program as broad and far-reaching as the EEPP.

Overview of Developments in Gender Mainstreaming⁴

The first among the milestones in the advancement of Egyptian women was the establishment of the first school for training midwives in 1830, which ushered women into paid work in the formal sector. In a continuous process with new benchmarks every 2-3 years, we reach 1997 when the 5-Year National Development Plan for Egypt dedicated a special chapter for women for the first time since the Plan was initiated in the 1960s. In 2000 a new law was passed on expediting court procedures in personal status cases to alleviate hardships on women suffering from lengthy legal procedures and to grant them additional rights⁵.

The Government of the Republic of Egypt (GOE) has initiated a number of actions to bridge gender gaps in several domains, particularly in education and health. A few months ago it established a Gender Unit at the Egyptian Environmental Affairs Agency (EEAA). It has also established a number of institutions to focus on the empowerment and advancement of women. Some of the largest are:

- The National Council for Women, established in February 2000 to replace the National Commission for Women. It is directly accountable to the Presidency, and its mandate is to suggest policies for the advancement of women and to advocate, monitor, and mobilize support for these policies. It has established unique partnerships with international organizations such as the United Nations agencies of UNDP, UNFPA, UNIFEM, and UNICEF;
- The National Council for Childhood and Motherhood (NCCM);
- The Gender Unit in the Social Fund for Development (SFD). It was established in 1996 to advocate and mainstream gender considerations in SFD-funded initiatives at the policy, programming, and project levels;
- The Gender and Planning and Policy Unit (GPPU) in the Institute of National Planning (INP). It was set up in 1994 to mainstream gender in development planning across various sectors;

⁴ This section relies heavily on information provided by NCW, USAID, EPF, CIDA, APE, the Gender Unit in EEAA, and the NGO Service Center.

⁵ For details see “Gender and Development: an Information Kit for Egypt,” CEDPA Egypt, Booklet 3.

- The Policy and Coordinating Unit for Women in Agriculture in the Ministry of Agriculture. It was established in 1992 to advance the status and living conditions of women in agriculture;
- The Women and Child Research Unit in the Central Agency for Public Mobilization and Statistics (CAPMAS). It was established in 1987 with the primary mandate to conduct research on policy relevant to the situation of women and children in Egypt; and
- The General Directorate for Women's Affairs in the Ministry of Social Affairs, which was established in 1977 in response to the recommendations of the 1975 Mexico Conference. The Directorate is responsible for implementing and monitoring projects and programs for women through a network of NGOs nationwide.

The GOE and Egyptian NGOs have participated actively in international conferences that address gender concerns such as the International Conference on Population Development (ICPD, Cairo in 1994), the Fourth International Women's Conference (FIWC, Beijing in 1995), and the five-year follow-up to FIWC (Beijing + 5, New York in 2000). In 1981 the GOE ratified the Convention for the Elimination of Discrimination Against Women (CEDAW), although with a number of reservations about some articles of this Convention.

A few Egyptian NGOs combine environmental issues with a focus on gender. The Association for the Protection of the Environment (APE), for example, has been active since 1984 in a gender-sensitive approach for solid waste management and recycling. According to the manager of EEAA's Environmental Protection Fund (EPF), there are "active and aggressive women's NGOs among the 16,000 registered at the Ministry of Insurance and Social Affairs (MISA), and one of the six projects approved by EPF last year is run by women."

In addition, the NGO Service Center (with funding from USAID) adopts a gender-sensitive approach to bring citizen voices into public decision making. Women NGOs have received a substantive share of the grants provided by the NGO Service Center. Based on these grants a gender network has been established in Upper Egypt.

International donors such as USAID, CIDA (Canada), DANIDA (Denmark), and (Germany)⁶ have sponsored environmental projects with a gender approach. CIDA, for example, has established a new Gender Equality Fund to assist various themes such as gender integration in water resources management. CIDA also supports another initiative with a focus on gender, the Egyptian Environmental Information System (EEIS) within the EEAA.

Overall Gender Perspective

The rapid changes that Egypt has undergone in the 1990s have affected the status of women. Privatization, structural adjustments, and globalization have presented both challenges and drawbacks for Egyptian women. The extent to which Egyptian women are helped or harmed from these changes depends on the levels of their education; their accessibility to productive

⁶ Additional international donors active to a lesser degree on environmental issues in Egypt are: IDRC (Canada), JICA (Japan), EC (European Union), UNICEF (UN), FAO (UN), and the World Bank.

resources and competitive jobs; their participation in decision making and policy making bodies; and their entrepreneurial skills and training. In addition, it depends on the GOE being able to provide continuous commitment and vigilance to effectively support gender equality in all its policies.

Despite women's growing access to education, particularly for girls, the family unit remains the institution where traditional cultural ideas still persist, and where gender norms that result in inequalities are perpetuated. Within the family, women suffer from unequal status both in law and in gender relationships. Partnerships in marriage are often not equal; women are customarily at a disadvantage when it comes to power and decision making within the household.

Important gender-sensitive measures do exist in the fields of education and health. Thus programs like Healthy Mother/Healthy Child (HM/HC) aim to improve the health of the most vulnerable populations – women and children of rural areas and Upper Egypt. Yet despite statements at the top political level to integrate women fully in development, more needs to be done especially to eradicate female illiteracy (46%) and to bridge the gender gap in economic and social life. Returning to the issue of health, the Egyptian Demographic and Health Survey (EDHS 2000) found that 28 percent of women believe that obtaining their husband's permission to seek medical care poses a problem in maintaining proper health.

Official statistics show a low economic participation rate (22% for females as compared to over 72% for males). Women's work is concentrated in the informal sector where wages are low, employment is often seasonal, and working conditions can be unfavorable. Only a small percentage of women are able to access credit to set up small businesses, even though women head almost 20% of households.

Gender Equality Program of the Egyptian Environmental Information System (EEIS)

The inception mission for the Gender Equality (GE) program within EEIS was conducted in May 1997, supported by CIDA. It was to determine what gender issues are relevant regarding the purposes and goals of EEIS, and how these gender issues can be addressed within the project. The recommendations of this mission reflected the interest expressed by the Ministry of State for Environmental Affairs (MSEA), specifically a guideline (1998) calling for a "holistic, gender-sensitive and participatory approach" in EEAA's work.

The goal of the GE Program was: "to enhance the capacity of environmental decision makers to consider the gender-differentiated aspects of specific environmental impacts, as well as to consider the gender-differentiated implications of actions planned to reduce or mitigate environmental impacts." Implementation was based on the following principles:

- use of a participatory and experiential learning approach;
- "interweaving" of the GE Program goal into relevant project activities through an interactive process;
- emphasis of collaboration, liaison, and information-sharing with other donors; and,

- emphasis on the practical use of gender-sensitive information by EEAA in their priority areas.

However, in spite of the interest of EEAA and its donors, there is as yet no institutional framework that provides guidelines which could be followed by EEAA and its partners in achieving gender equality in matters of the environment. It will be necessary to institutionalize gender equality within EEAA and the Ministry through the capacity development modules and training materials developed by the GE Program. A Special Working Group on Gender Equality in Environmental Management (SWG-GEEM) is to examine what kind of process would help EEAA develop an institutional framework on gender that would potentially include a gender policy and action plan.

It should be kept in mind here that gender issues have their roots in social patterns of behavior, which are very slow to change. Long-term behavior changes almost never result from any single communication. That may explain why we see little behavioral modification in many of the current well-intentioned but one-time awareness raising efforts. Behavioral change requires a number of phases to take hold: awareness; understanding; testing; action; and finally sustainable behavioral change.

Annex B – Findings and Recommendations for Individual EEPP Objectives

Here we highlight comments on our findings and recommendations from meetings with key actors, and from reviewing the work plans of individual EEPP objectives. At this preliminary stage, we do not claim to have achieved balance and comparability across the objectives. Possible gaps in our assessment, explained by constraints of time and access, can be rectified in follow-up efforts. Our comments are presented in this annex rather than in the main body of the report in order to give more details, where deemed relevant, and to emphasize significant remarks heard during the interviews

Improve Air Quality (EEPP Objective # 1)

The Lead Smelter Action Plan (LSAP) under this objective calls for establishing and enforcing a comprehensive countrywide, long-term, solution to the lead pollution problem by decommissioning old lead smelters. It is based on a health risk assessment done in 1994 which assessed the lead in the blood of children and all adults together, without differentiating between men and women. An update of this risk assessment is expected soon, and it is hoped that this time the data will be analyzed separately for men and women.

In most lead smelter operations, it is usually men who provide the labor and who experience the direct health hazards from lead contamination. In reality, however, all family members are exposed to lead contamination from coming in contact at home with workers' clothing. In addition, children in poor neighborhoods where the old lead smelters are located often play on lead-contaminated soil. The measures in EEPP would benefit all residents -- men, women, and children -- in the locations of the old smelters. The lack of sex-disaggregated risk assessment in this case is probably not an issue.

During Tranche II, a number of workshops and other training and awareness-raising activities are planned for this policy objective (see work plan # 1.3). It is recommended that the scope of these training activities include gender awareness and training on gender mainstreaming.

Enhanced Management and Conservation of the Egyptian Red Sea Coral Reefs, Islands, and Linked Ecosystems of Importance (EEPP Objective # 2);

Sustainable Red Sea Land Use Management Linked to Ecosystems of Importance (EEPP Objective #7);

Red Sea Tourism Development Environmental Monitoring Policy Strengthened (EEPP Objective #8);

Environmental Best Practices Promoted in Red Sea Tourism Development (EEPP Objective #9)

All four of the above EEPP objectives are directly or indirectly linked to the GOE's commitment to reduce settlement pressures in the heavily populated Nile River Valley and promote economic opportunities elsewhere in the country. A major economic development policy is to rapidly increase settlement along the Egyptian Red Sea coast, focusing on hard-

currency tourism attracted by coral ecosystems and high-quality tourist facilities. Objective #2 is meant to protect the ecosystem from the increased tourist activity. The other three objectives (7, 8, and 9) are to promote and monitor environmental best practices in tourism facilities of the Red Sea Area.

Rapid tourism development is an economic sphere in which significant gender and socio-cultural impacts should be expected. In Hurghada, tourism developed more rapidly than the other resource-based industries such as mining, oil, commercial fishing, and others. Currently, there are an estimated 30,000 migrant laborers working in the tourism industry, mostly single males (90%). They live with 50,000 long-term residents who are from very traditional social settings. The migrants typically live in poor housing conditions, even without running water in some cases. Yet they are expected to look good and to work in circumstances that expose them to the social behavior patterns of foreign tourists.

It is reported that most migrants keep their family contacts, since they go back and forth from Hurghada every few weeks. Even many high-paid hotel managers and civil servant keep their families in other cities, mostly Cairo, because they do not consider the public schools of Hurghada to be good enough while the private schools are expensive. But according to anecdotal information from local residents, the developments in Hurghada have brought about some positive changes in the lives of local people in terms of more schools and a wider school attendance by more children.

In our interviews with key actors in the area, (i.e. hotel managers, migrant workers, and local boat operators) we were told that no study has been done to find out what have been the social, economic, cultural, and gender effects from this rapid tourist development in Hurghada. Time limitations did not allow us to confirm or deny this. Nevertheless, based on international experience with rapid tourist development, we can assume that significant gender impacts have already taken place in Red Sea coastal development. It is important for EEPP to identify them for future reference.

Lessons learned from the Hurghada scenario, for example, can help with strategic planning for tourist development in the southern Red Sea zones – such as in the Integrated Development Centers (IDCs).⁷ The IDCs are expected to become the foundation of real-life Egyptian communities. They need to avoid the unwanted spillovers regarding gender that characterize the earlier wave of tourism in Hurghada.

As regards NGO activity there are two major ones concerned with environmental issues related to the sea: the Hurghada Environment Protection and Conservation Association (HEPCA) and the Red Sea Diving Association (RSDA). Both NGOs are focused on technical environmental issues in male-dominated circumstances.

There are other environmental issues in Hurghada than those related to the sea, however, such as water scarcity, renewable energy, solid waste management, and use/reuse of recycled materials. With the collaboration of the Board of Education and the Protection of the

⁷ A visit to El-Gouna and Soma Bay, which are considered as roughly comparable to the planned Integrated Development Centers (IDCs) in the southern Red Sea, indicated that this model of development gears to very high-income persons. If that is going to be the model of IDCs without measures to allow for the settlement of residents of varying income levels, then more of the Hurghada socioeconomic and gender effects should be expected. If relevant interventions are planned to mitigate these impacts, then our observations stand to be corrected.

Environment Regional Red Sea Gulf of Aden (PERRSGA), and with USAID's funding, Hurghada sponsored a recent campaign for all members of the family to clean the streets. It appears that no special effort was made at the time or afterwards to sensitize women in waste management, which is primarily their responsibility at the household level.

On the other hand, environmental awareness is going forward in the Red Sea area through AED's work for teachers and local schools. AED's environmental messages usually are gender sensitive, and the outreach to local residents is balanced between men and women.

According to Objective #2 on Red Sea conservation, EEAA is to gradually assume the cost of the rangers' operations during Tranche II. This is to be based on, among other things, a strategic vision for Red Sea northern zone operations. This strategic vision is to identify EEAA routine and priority activities, and resources needed to implement the vision. It is recommended that the scope of this strategic vision be expanded to include the gender dimension. The training provided to Red Sea rangers, especially for their work in public outreach, by all means should be infused with issues about gender.

In addition, Objective #2 calls for the preparation of a management plan for commercial and artisan fisheries. Here is another focus for whether there is a gender dimension (e.g., relating to the division of work and income from fisheries). Moreover, many parts of the work plan for Objective #2 refer to stakeholder consultations. In this EEPP/PSU can make the effort to insure that women are included in them, where appropriate and possible.

Financial and Economic Sustainability Integrated into Environmental Policies (EEPP Objective # 3)

This policy objective focuses on economic instruments to improve environmental performance, and on the development and growth of an Environmental Protection Fund (EPF). We did not have the opportunity to review and discuss the range of economic instruments under consideration, or to examine the EPF in detail. Nevertheless, two thoughts come to mind in this regard. On the one hand is the potential that among the alternative instruments may be a direct or indirect levy on consumer products (such as surcharges on energy, packaging, etc.) that can have differential impacts among male and female consumers. Secondly, the EPF can be designed to have direct gender effects.

EPF is to provide financial assistance on a competitive basis for projects that benefit the environment. In addition, "EPF seeks to foster partnerships between the financial community, and the non-government sector and the public and private business sectors, to increase investment in environmental initiatives."⁸ According to the manager of the EPF, the importance of the fund is its linkage between EEAA and grass roots entities.

One of EPF's criteria for project approval is empowerment of women, with a weighting of 10% among all selection criteria. In its first cycle, EPF's Management Committee approved six projects last year, one of which is run by women (who are composting bananas in one small village).

In addition, key tasks to strengthen the EPF offer opportunities for the gender approach. This refers specifically to the EPF awareness campaign and the long-term strategic "social marketing plan."

⁸ See EEAA "Environmental Protection Fund (EPF)."

According to its manager in EEAA, the EPF is demand-driven, but as yet does not address a specific gender mandate. Therefore, what is needed is articulation of the gender dimension in EEAA's overall framework. The EEAA has a Committee on Gender, with one woman as a member, but its capacity has to be enhanced with more financial and administrative support.

Improved Efficiency and Performance of Solid Waste Management Systems (EEPP Objective # 4)

According to this EEPP objective, the Governorates of Alexandria, Cairo, and Qualiubya are to establish monitoring and enforcement mechanisms in support of the GOE policy to privatize solid waste management systems (SWM). The three governorates have progressed at different rates in the implementation of this objective.

Among the tasks planned for Tranche II under this objective are the establishment of Public Awareness Communications Teams (PACTs), action plans for the PACTs, and a strategy for environmental education and communication. All these are channels for promoting gender mainstreaming.

AED has been assisting EEAA and the three governorates in awareness raising, communications campaigns, and other environmental education. In general, the approaches are gender sensitive. From our interviews we realized, however, that the "gender approach" is sometimes still an elusive concept even within the circle of AED's communications specialists. In Alexandria, for example, AED planned and implemented a survey to identify citizen satisfaction from the new SWM system. In planning this survey, care was taken to include female students among those who carried out the survey. The responses to the questionnaire, however, were not analyzed separately for men and women to find out whether men and women had different concerns about the new SWM system, different needs, and different responses to alternative campaign media. Therefore, in substance this survey was not gender responsive, in spite of the fact that women helped carry it out.

In any privatization process in which small operators are replaced by big firms, income and potentially gender effects are to be expected. In SWM in particular, where very poor family operations are replaced, the income and possibly gender effects may be significant. In Cairo, one hears that before the new SWM, it was mainly men who did the collecting and women who did the sorting of waste for recycling. Women's sorting of waste is normally a contribution to family income without being paid separately.

In the EEPP, there is no information as to what happened to the women in the process of changing the system of SWM, or as to whether and how the men found other sources of income. There were no sex-disaggregated baseline data that would have helped to: (i) develop public information campaigns to enhance the effectiveness of the interventions; (ii) guide compensatory and/or assistance measures for women, if needed; and (iii) design gender-inclusive performance indicators for the policy measure. Without the baseline data, we find it speculative to evaluate the gender impacts of this EEPP policy objective. However, on this point the EEPP needs to consider "lessons learned" for future interventions.

Supporting the argument on potential gender effects from changes in SWM is the experience of the Association for the Protection of the Environment (APE), a major NGO. APE has established waste recycling facilities in the outskirts of Cairo, where women work as paid

employees. Young female paid employees in these facilities, most of whom are from very poor families originally making a living from waste collection, have progressed even to the point of finding their way to universities.

In Alexandria the circumstances are different than in Cairo. Most of the waste before SWM privatization was collected by the municipalities; only 1% of the waste there was collected by 20-25 small collectors. Some of these small waste collectors, mostly men, continue in this line, while others work for the new private waste management firm. After SWM privatization, the sorting of waste at home for recycling is discouraged. The firm responsible for SWM recycles only 20% of its collected waste on grounds that there is insufficient demand for recycled products. That is, the issue of waste recycling has become a business issue, not just an environmental one.

This policy objective on SWM affects citizens' lives directly by altering their employment and behavior, and indirectly by ameliorating health effects. It is singled out, together with Red Sea coastal development, and potentially the promotion of cleaner energy, as the EEPP objective with the greatest gender implications. Measures to mainstream gender in such interventions (see Annex C) are strongly recommended.

Increased Compliance with Law 4/1994 Regarding Hazardous and Municipal Waste Management (EEPP Objective # 5)

The work plan for Tranche II under this objective calls for guidelines on how to approach and handle unknown hazardous wastes, and for a national strategy and code of conduct for hospital hazardous wastes. Since women often handle and sort hospital hazardous wastes, the development of relevant guidelines and a national strategy should take into account women's ways of receiving and absorbing information.

The workplan for Objective #5 includes promoting voluntary compliance at factories to manage pollution according to best practices (i.e., in 10R Industrial City). The EEPP's assistance in this area should include gender-responsive guidelines. For example, factory inspectors should start introducing gender issues and examining working conditions (such as pollution exposure) separately for men and women.

This policy measure offers a good opportunity to introduce gender analysis across several government entities, private business concerns, and the general public. It involves the ministries of Petroleum, Industry, Electricity, Health, Interior, and Agriculture. This provides an interdisciplinary and multi-dimensional forum for brainstorming the gender approach. This forum can put gender on the agendas of its meetings and in its training activities. Even if it is too late to take other measures in the remainder of Tranche II, these are necessary first steps.

Increased Government of Egypt (GOE) Capacity to Conduct Long-term Strategic Planning, Policy Formulation, Analysis, and Coordination Regarding Transfer of Environmental Management from the Central to Regional Offices (EEPP Objective # 6)

Long-term and potentially significant gender effects are associated with EEAA's measures for institutional reform, institutional capacity building, and devolution of environmental management. According to a key actor in the implementation of this policy objective: "At this stage, measures deal with technical matters that do not have a direct bearing on citizen's lives. Once this stage is completed, however, and new staff members are employed, their

degree of gender awareness may make a significant difference in the way they approach their work and their consultations with members of the public.”

Policy measure #6.1 calls for the consolidation of all plans into one integrated conceptual framework for strategic planning -- including corporate (institutional), sector (issue-based), departmental, and budgetary planning. This is a crucial stage for incorporation of the gender approach in national environmental policy. Decisionmakers at EEAA’s top administrative level have the option to take the lead, throughout this task, on showing the importance of gender in the strategic development of the agency.

Policy measure # 6.3 refers to the devolution of core environmental functions to regional, governorate, and local levels. Technical assistance helps EEAA to develop an annual work plan for its Middle Delta Regional Branch Office (RBO), which will be a possible model to be replicated elsewhere. Consultative meetings with stakeholders and projections of benchmarks for evaluating accomplishments are included in the work plan. This is the stage at which special care should be taken to include women’s representatives in the consultation process, and to establish benchmarks in the annual RBO work plans for gender mainstreaming.

According to the Environmental Sector Assessment (1998), the decentralization of environmental management functions to the local level will not be complete until both local NGOs and the general public play a greater role in environmental policies and programs. With the exception of the citizen’s action provisions of Article 103, Law 4/1994 does not specify the means by which public participation and NGO involvement in environmental management are to be fostered. In the absence of such guidance, it is EEAA’s role to define mechanisms by which greater participation in environmental management can be encouraged.⁹

Reduced Emissions of Greenhouse Gases by Promoting the Use of Cleaner Energy Sources and Contributing to Energy Efficiency Codes and Standards (EEPP Objective # 10)

The successful implementation of this objective would have significant differential effects among women and men to the extent that it covers the expansion of natural gas for domestic use. Because of their traditional home activities, women usually are exposed to various pollutants differently than men. Moreover, women respond differently than men to public information campaigns.

The work plan for this objective in Tranche II calls for market analysis and research for natural gas-based systems. Such research and analysis should investigate separately for men and women the way they use various sources of energy, whether they have business interests in the use of the various sources of energy, and how they perceive the health and economic impacts of the potential shift to natural gas-based systems.

⁹ One obvious area for increasing public involvement is in the EIA preparation and review process, where the role of the public and the NGO community remains undefined. Additional areas are dissemination of information for policy formulation, monitoring, and enforcement -- where the EEAA will realize the value of enlisting public and NGO collaboration in environmental management. Specific mechanisms for fostering NGO involvement and gender-responsive public participation in environmental management need to be identified.

Monitoring, Verification, and Evaluation (MVE)

One of the basic concepts of EEPP is to get feedback about program implementation in order to help insure that its policy and institutional measures remain on track. MVE examines interventions under EEPP to determine whether actions are in line with what is proposed and expected, and provides feedback so that adjustments can be made.

MVE's original scope of work (1999) did not include anything about gender. Its August 2001 revised scope of work for Tranche II, however, includes a clause to "report on gender and public participation." This provides the basis for initiating a relatively rapid look at what can be done about incorporating gender in EEPP for the remainder of Tranche II.

MVE has 64 indexes to monitor and evaluate performance of the EEPP in seven dimensions: air quality management; solid and hazardous waste management; energy management; water resource management; coastal zone management; general environment protection; and social and human environmental conditions. None of the indexes is gender-responsive. But in addition to those for social and human environmental conditions, four of them can easily be redefined to reflect differences between men and women. They are:

- B5 on "Percent of population that believes that it is his/her responsibility to keep the streets clean";
- C8 on "Percent of respondents who are aware of energy efficiency";
- D4 on "Irrigated feddans where water is managed through participatory processes"; and
- E5 on "Percent of respondents who can identify at least one way to preserve the Red Sea."

In addition, additional indexes could be considered for the dimension on coastal zone management in order to capture leading issues of gender and socioeconomic welfare for the migrant and resident populations of the Red Sea.

Annex C – Guidelines for Mainstreaming Gender¹⁰ in EEPP

Appropriate language on gender in official documents and pronouncements has the benefit of pointing in the right direction and encouraging relevant debate. However, this language needs support and institutionalization in order to make a difference on the ground.

The incorporation of gender in EEPP has to be programmed for specific contexts, and developed as part of strategic planning. Highlights are provided below as indicative of how to do gender mainstreaming:

- To begin, assess the understanding of concepts and practical ramifications of “gender” and attitudes towards gender issues for a specific intervention under consideration. This refers to audiences of policy makers, official actors, and staff.
- When there is inadequate understanding of gender issues, plan and implement a serious training program for these actors in order to raise their awareness of gender issues, train them how to conduct a gender assessment, and guide them on what to do in order to incorporate gender in their work. This may be called a gender diagnosis phase.
- In certain situations with potentially significant gender impacts, it may be advisable to include a gender specialist among the staff who will offer technical advice on a continuous basis.
- In certain situations it may be advisable to establish incentives (e.g. criteria for professional advancement, staff awards for innovative ideas and practices on gender issues, etc) and benchmarks for accountability (e.g., performance checks and reprimands).
- In certain situations it may be advisable to set up a system of sign-off peer review for appropriate mainstreaming of relevant gender issues.

A major element in gender mainstreaming is communication. The EEPP needs consultations with both men and women across technical and professional groups, advocacy and research groups, and citizen “client groups” in order to solicit their views and win their assistance through planning, implementation, and monitoring. In order to do this, the EEPP should:

- Determine the most effective means for communicating with men and women separately, and carry out an effective information campaign on the program’s objectives.
- Assist men and women to effectively communicate their needs and views to those in EEPP who are responsible for actions that may affect them.

¹⁰ The change in terminology from “Women in Development” to “Gender Mainstreaming” indicates a shift from women as a target group to gender equality as a development objective that takes into account the financial, social and cultural relations between men and women in the intrahousehold and community context.

For any of EEPP's interventions that will affect citizen households, the program should seek to obtain sex-disaggregated baseline data on intra-household relations in decision making and sharing of responsibilities between men and women. This can help decision makers to estimate the potential effects of the intervention on men and women separately. The follow-up step entails addressing potential inequalities by:

- Developing compensatory solutions to assist those harmed by an intervention. If a new system to manage solid wastes offers employment only to men while eliminating women's previous opportunities, then alternative livelihood opportunities for women may be offered as part of the program.
- Establishing checks and balances, strategic benchmarks, and indicators to monitor and evaluate the delivery of gender-related targets, and mechanisms to enforce them.

In summary, the basic questions to be asked are:¹¹

- Who is the target (both direct and indirect) of the proposed policy, program, or project? Who will benefit? Who will lose?
- Have women been consulted on the "problem" the intervention is to solve? How have they been involved in development of the "solution"?
- Does the intervention challenge the existing gender division of labor, tasks, responsibilities, and opportunities?
- What is the best way to build on (and strengthen) the government's commitment to the advancement of women?
- Where are the opportunities for entry points on gender issues? And how can they best be used?
- What specific ways can be proposed for encouraging and enabling women to participate in decision making, despite their traditional subordinate position?
- What is the long-term impact as regard women's increased ability to take charge of their lives, and to take collective action to solve environmental problems?

¹¹ For more details see "DAC Guidelines for Gender Equality and Women's Empowerment in Development Cooperation," OECD, 1998.

Annex D – Guidelines for Effective Consultations

Consultation with representatives of Non-Governmental Organizations (NGOs) and Civil Society Organizations (CSOs) is a complex process that must be handled with sensitivity. Poorly planned consultations can lead to “consultation fatigue” and disappointment on all sides. However, a modest investment of time and resources can avoid these problems.

The primary objective of consultations is to improve the quality of decisions at the strategic planning level. A second objective is to identify and evaluate the different needs of various population groups (e.g., by economic stratum, gender, ethnic groups, etc). A third objective is to increase public understanding and citizen involvement in environmentally sustainable development in general, and EEPP’s activities in particular.

The principles for successful consultation are well known. It is accomplished by capturing the experience of specialized nongovernmental agencies; tapping the knowledge of CSOs that work at the community level; giving voice to the poor and other socio-economically disenfranchised groups, such as women; consulting with CSOs whose membership comprises poor people and women; and offering sustainability for reforms beyond any one government administration. The key to effective civil society consultations lies in:

- Giving CSOs ownership by involving their representatives in the design of the consultation process.
- Being clear from the outset what is and is not under consideration, in order to avoid unrealistic expectations.
- Demonstrating respect for those consulted through careful follow-up and feedback.
- Using appropriate selection procedures to ensure that all the relevant interests (stakeholders) are represented in a culturally acceptable form. For example, people with a tradition of decision making by communal discussion should not be expected to respond with a written submission by one representative.
- Making certain that women’s perspectives are adequately represented. This implies the possibility of having to go beyond the registered NGOs in order to seek contacts and interactions with groups of women (via the rapid assessment technique, for example) who may be affected by EEPP’s policies and interventions, but who do not participate in any registered NGO and have no knowledge of the program.
- Making certain that the process accommodates special women’s needs, if any, as regards timing, location, and mixed men’s-women’s gatherings in the consultation interactions.
- Tailoring types of interactions to the knowledge and capabilities of different groups, including women’s groups, and to the behavioral norms between men and women in their specific social context. Men’s and women’s roles result in

different access to knowledge and information in a gender-responsive consultation process.

- Ensuring that the timing of consultations is right. Consultations must not take place so early that no useful information is available, or so late that all people can do is to react or object to detailed proposals.

Annex E – List of Contacts

May 14, 2002 (Tuesday, in Cairo)

9:00 am: 1st meeting between Dr Hassan Abdou-Bakr (H.A-B), local expert/consultant on gender; and Julia Clones (J.C) foreign gender expert/consultant

10:00 am: 1st meeting between Jan Laarman, EEPP-PSU Team Lead; H.A-B; J.C.

11:00 am: Meeting between Dr Khaled Abdel-Aziz, EEPP Program Coordinator; H.A-B; J.C.

3:00 pm: Meeting between Holly Ferrette, USAID Mission in Egypt, Environment Officer; Sylvia Attala Ishak, USAID Mission in Egypt, Project Management Assistant, Environment Division; Jan Laarman; H.A-B; J.C.

May 15, 2002 (Wednesday, in Cairo)

11:30 am: Meeting between Dr Ghafour (Abada) Abdel-Kafafi, EEPP-PSU, Senior Policy Advisor; H.A-B; J.C.

2:00 pm: Meeting between Diana Boeke, Communications specialist at the Hurghada Office of EEPP and EEPP-PSU; H.A-B; J.C.

3:30 pm: Meeting between Dr Osama Salem, EEPP-PSU, Senior Policy Advisor/Institutional Development; H.A-B; J.C.

May 16, 2002 (Thursday, in Cairo)

8:45 am: Meeting between Kirk Ellis, Abt Contractor in charge of the Alexandria Solid Waste Management Project, under EEPP; H.A-B; J.C.

10:00 am: Meeting with Dr. Zeinb Safar, technical Advisor to the National Council for Women and member of the SURA; H. A-B; J.C.

1:30 pm: Meeting with Michael Colby, EEPP-PSU, Senior Environmental Policy Advisor; H.A-B; J.C.

May 19, 2002 (Sunday, in Cairo)

3:00 pm: Meeting with Dr Sharif Kandil, Consultant AED, EEPP, USAID, Professor of engineering at the University of Alexandria; Sylvia Attala Ishak (USAID); H.A-B; J.C.

May 20, 2002 (Monday, in Cairo)

2:00 pm: Meeting with Aziza M. Helmy, USAID-Egypt, Senior Program Specialist, Strategy Coordination and Support Office, Dender and Development Advisor; Sylvia Attala Ishat, USAID; H. A-B; J.C.

May 21, 2002 (Tuesday, in Cairo and Alexandria)

9:30 am: Meeting with Suzie Greiss, President of the Association for the Protection of the Environment (APE) and CIDA-PSU project director; H.A-B; J.C.

12:00 noon: Meeting with Dr Hoda K. Sabry, Cabinet of Ministers, EEAA, Environmental Protection Manager; Sylvia Attala Ishat, USAID; H.A-B; J.C.

7.00 pm: Meeting in Alexandria with Ahmad Khalaf, Secretary General of the Governorate of Alexandria; Dr. Fatma Abou Shouk, Cabinet of Ministers, EEAA, General Director of West Delta Region; Kamal Ragheb, Solid Wast Manager, Governorate of Alexandria; H. -B; J. C.

May 22, 2002 (Wednesday, in Alexandria)

10:00 am : Meeting in Alexandria with Dr. Abdel Abou Zahra, Founder of the NGO “Friends of the Environment”, Founder of the NGO “Friends of the Library of Alexandria”, Professor of Sociology and the University of Alexandria, Recipient of the 2001 UN Award for Voluntary Achievement on Environmental Protection and Gender Equality; H. A-B; J.C.

12:00 noon: Meeting in Alexandria with Dr. Sharif Kandil, member of the NGO the “Arab Society of Material Science”, also professor at the University of Alexandria and consultant to AED/EEAA; H.A-B; J. C.

3:00 pm: Meeting in Alexandria with Professor Shaker Helmi, Department of Environmental Studies, Institute of Graduate Studies & Research, Alexandria University, and Advisor on Environment to the Governorate of Alexandria who originated the concept and process for privatization of solid waste management in Alexandria; Mostafa Eisso, Project Manager, Egyptian Swiss Development Fund; Dr Sharif Kandil; H. A-B; J. C.

May 23, 2002 (Thursday, in Hurghada)

8:30 am: Meeting with Hany Farid, P. Engineer, Red Sea consultant with EEAA-AED; H. A-B; J. C.

10:30 am: Meeting with John McEachern, EEAA-PSU, Red Sea Marine Park Management Advisor; Hany Farid; H. A-b; J. C.

12:00 noon: Meeting with Samia Nashed, Director of Environmental and Population Education, Ministry of Education; Hany Farid; H.A-B

1:30 pm: Meeting with Ayman Afif, M. Sc., CZM, National Parks of Egypt, Red Sea Protectorates, Manager of Red Sea Marine Parks; Youssef Said, Manager of Southern Red Sea Area; Saleth Suleiman, Ranger and Boat Operator; Hany Farid; H. A-B; J. C.

2:15 pm; Brief acquaintance meeting with Abeer A. Ghanem, GIS and Remote Sensing Specialist, the *only female ranger* with the National Parks of Egypt, Red Sea Protectorates; H.A-B; J. C.

2:30 pm: Meeting with Ashraf Yefia, General Manager, Helnan Regina Hotel – Hurghada; Hany Farid; H. A-B; J. C.

5:30 pm: Courtesy meeting with Dr. Fouda, Head of the Natural Conservation Department of EEAA

Note: Due to unexpected government employees' Holiday, our plans to meet with teachers at the various levels of education in Hurghada did not materialize.

May 24, 2002 (Friday, in Hurghada)

10:30 am; Visit to El-Gouna Resort, Red Sea, a 10 year old self-sustained development community, at the recommendation of John McEachern, and discussion with the Marketing Agent of the Resort; Diana Boeke, EEAA-PSU Hurghada, and J. C.

12:00 noon; Visit to Soma Bay, a 5 year old effort to establish an 'Integrated Development Center' (IDC), based on Tourism as an initial stage of area/community development, also at the recommendation of John McEachern; Diana Boeke and J. C.

3:30 pm: Meeting with Bakr, a multi-generations local resident and currently operations' manager at the Diving Center of the Intercontinental Hotel; Alledian, a migrant diver at the Intercontinental Diving Center; Diana Boeke; J. C.

May 27, 2002 (Monday, in Cairo)

1:00 pm: Meeting at the with Nihad Rageh, gender specialist at the NGO Services Center with a number of representatives of NGOs, arranged by Sylvia Attala Ishad, USAID; J. C.

May 28, 2002 (Tuesday in Cairo)

10:00 am: Meeting with Dr. Mawaheb Abou El Azm, EEAA, Director of Central Department for Quality of Air and Noise, also serving as Gender Advisor; Sylvia Attala Ishad; J.C.

10:45 am: meeting at the EEAA-MVE Offices with Douglas Baker, COP; Khaled Fahmy, Ph. D., Deputy COP, Environmental Policy Advisor; Tarek Wafik, Ph. D., Institutional Development Advisor; Mohamed Fathy, Eng., Country manager; Sylvia Attala Ishad; J.C.

2:30 pm: Meeting between Hany Shalaby, EEAA-PSU, Senior Program Specialist; J. C.